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Part VII

Poway Community Plan

San Diego County General Plan-1990

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Chapter 1 — Goals

Overall Goals VII-3

Chapter 2 — The Plan Elements

Rural Portion of the Plan VII-9

Urban Portion of the Plan VII-11

Chapter 3 — Recommendations for Implementation

Rural Portion of the Plan VII-21

Zoning VII-21

Agricultural and Open Space Preserves VII-21

Capital Improvements VII-22

Public Facilities VII-22

Urban Portion of the Plan VII-22

Zoning VII-22

Public Facilities and Capital Improvements VII-24

Specific Recommendations VII-25

Rural Areas VII-25

Urban Areas VII-26

Introduction

It is specifically the intent of the Poway Community Plan that the plan be a guide to the zoning of property in Poway, but it is not intended that the plan map be a zoning map. It is intended that at the time of any rezoning application the County shall consider not only the general land use allocation on the plan map but also the goals and objectives of the Poway Plan, the topography, access, existing land use in the vicinity, and actual availability of all public services relative to the site in question. It is intended that Poway, in order to achieve its goals, is to develop in accordance with the plan on a phased basis and that rezoning and subdivision approvals will not proceed at a pace that will seriously overtax the abilities of the community to provide adequate access and public facilities. This will require that adequate facilities be provided concurrent with population growth, and that early selection and acquisition of school sites takes place, and at a reasonable cost to the public.

It is the intent of the Poway Community Plan that the map shall show the general outline of the various land use allocations. The boundaries are not intended to be precise, and a reasonable transitional use of properties located at the juncture of the various allocations is encouraged. In the case of properties lying partly within one allocation and partly within other allocations it is the intent that the property could be construed to lie wholly within any of the allocations designated on the property, based on the facts in the individual case and based on the goals and objectives of the Community Plan.

The Poway Community Plan map is not intended to regulate each individual parcel of land. Lands containing less than five acres in size are intended to be examined based on the individual merits of the case. The zoning or approved tentative maps on such parcels may permit or require either

greater or less density than the specific density shown on the map if the Board of Supervisors finds that such zoning or approved tentative map would be in conformance with the goals, objectives, and programs of the Poway Community Plan.

The Poway Community Plan map designates certain lands in either a general or specific manner for public facilities including schools, parks, civic center, fire stations, school administration center, and post office. Some of these parcels have already been acquired by the appropriate public agency. It is the intent of the plan that these sites be retained for the public use so designated. Some of the sites are presently in private ownership. It is the intent of the Poway Community Plan that the appropriate public agency acquire and develop public facilities in the general vicinity of the area designated on the plan map. It is recognized, however, that the appropriate public agency may not have sufficient funds to acquire all of the sites immediately for facilities which are expected to be required when the population of Poway reaches 45,000. It is the intent of the Poway Community Plan that all public agencies will be notified prior to the approval of any proposal by a property owner to develop or use any land designated for public facility use. It is intended that the public agencies will be given a reasonable period of time to acquire the property for a public use prior to the approval of any development proposal. It is further the intent of the Poway Community Plan that in the event the public does not acquire the land within this reasonable period of time that private development is to occur based on the land use allocation shown on the map. In the event that no land use, other than a public facility is shown for the property, the land use permitted should be based on adjacent land-use designations and the goals and objectives set forth in the Plan.

Chapter 1

Goals

Overall Goals

Adopted by the Citizens' Committee.

Endorsed by the San Diego County Planning Commission.

To plan the future physical existence of the community so as to retain and enhance its present residential and rural atmosphere while accommodating a population of 45,000.

The community planners will, when adding necessary and desirable elements to the Plan, be ever mindful of this Basic Goal. Such elements shall be added only in careful proportion when related to the Basic Goal so that this Goal shall remain obviously dominant.

OVERALL GOAL FOR INDUSTRIAL DEVELOPMENT

Encourage the development of those industrial type uses which are of direct service to a residential-agricultural community such as lumber yards; and prohibit those heavy industrial uses which create noise, smoke, odor, heavy traffic and other objectionable nuisances that are not compatible with Poway's overall development goal.

Sand and gravel extraction

Sand and gravel operations that may be in the path of prevailing winds moving towards residential areas may be prohibited. If as a result of a hearing on a Special Use Permit it can be determined that a sand and gravel operation can be operated on the southern exposure of the hills to the south of Poway with assurances that the site will be properly redeveloped after extraction and that air pollution would not occur in residential areas it could be allowed.

Light manufacturing

Limit light non-obnoxious manufacturing uses to those directly related to servicing the needs of the residents. Locate such industrial uses outside the urbanized portion of the community and on streets suitable for carrying the necessary traffic.

Equipment and auto storage

Concentrate any required areas for outdoor storage in a single location on the fringes of the community away from the concentrated urban population. Discourage the use of land in the community for storage of equipment and vehicles generated from outside the community. Provide extensive screening and landscaping of all storage areas. Modify existing ordinances to assure that all such storage items are completely screened from public view.

LIGHT INDUSTRIAL USES ON THE PLAN

The Plan map should not show any specific location for light industrial uses. In the event that a legitimate industrial enterprise seeks a location for industry in Poway, the decision as to its location and suitability should be based on the goals as described above. In no instance should such industrial uses be located in existing buildings in the urban portion of the community.

OVERALL FLOOD CONTROL GOAL

Provide effective flood control measures while maintaining the beauty of natural creek channels at all locations where it is economically possible to do so. The plan is to use existing conditions and elevations as the base for determining the location of all channels.

Preservation of natural channels

Maintain natural drainage channels for flood control through purchase and dedication of land along major channels to be used only by those uses which would not be seriously affected by intermittent flooding. Examples of such uses might be: agriculture, parks, playgrounds, ballfields, tennis courts, golf courses, bridle paths, hiking trails.

Water holding areas

Provide for check dams and water holding areas where adequate space is now available.

Concrete flood channels

Construct concrete channels only in those areas where restrictions of the natural grade and the capacity of flood would make it mandatory.

Construction in flood hazard areas

Limit construction of buildings and structures in the designated flood control areas to projects compatible with this Community Plan.

Existing structures in flood channels

Acquire and move structures presently located in flood channels which are incompatible with this community plan where it is economically possible to do so.

OVERALL PUBLIC UTILITY GOAL

Expand utility services so as to provide an optimum level of service for a population of 45,000 persons at the least possible cost to the taxpayer.

Utility plan

Prepare a utility plan for the total Poway area so that future residents may know exactly where utility lines will go.

Utility services

Provide water service wherever demanded and provide sewer service to all the urban areas as shown on the Plan.

Water storage areas

Develop water storage areas such as Lake Poway to insure adequate supplies of water for the entire year.

Sewage disposal

Prepare plans for sewage disposal, either through local or San Diego City facilities, which will adequately care for the needs of the community for the next 20 years.

Underground utilities

Continue to require the undergrounding of all utilities in new subdivisions and encourage the systematic undergrounding of existing utilities with the ultimate goal of having all utilities underground by 1990.

OVERALL COMMERCIAL GOAL

Provide for concentrated commercial centers and discourage the strip approach. The concentrated commercial areas should be characterized by proper location, adequate size, sufficient off-street parking and visual attractiveness. Development requirements should include underground utilities, sign controls and landscaping with trees and shrubs to soften the structures and parking areas.

Clustering commercial uses

Encourage the clustering of heavier commercial uses.

Prevention of encroachment

Protect areas designated for business use from encroachment by non-business types of developments.

Compatibility with adjacent uses

Insure that the development of commercial areas is in such a manner that activities do not interfere, either functionally or visually, with adjacent uses and encourage the relocation of existing commercial uses which are determined to be incompatible with adjacent development.

Commercial acreage required

Maintain a proper balance between commercial acreage and population served. Total commercial acreage shown on the Poway plan to accommodate a population of 45,000 should not exceed 250 acres.

OVERALL GOAL FOR SCHOOLS AND EDUCATION

Maintain a continuing high level of public education and physical school improvements in the Poway area to serve not only the educational needs of the young, but of the adults as well.

School site selection

Select and acquire sites early enough to insure proper location and adequate size at a reasonable cost to the public.

School location

Locate schools near the center of their attendance districts and select sites free of disturbances.

Access to elementary schools

Locate elementary schools so as to permit safe, direct access for the maximum number of students — walkways should be provided in areas removed from heavy traffic flows.

After hours use of school facilities

Encourage programs which use the school facilities during non-school hours for the benefit of the community.

Access to high schools

Locate high schools so that they are readily accessible to major streets.

OVERALL CIRCULATION GOAL

Develop a balanced and convenient as well as beautifying system of roads and by-ways which will meet the needs of present and projected traffic growth.

Highway plan

Prepare a road and highway plan for the entire area so that residents may have assurance of the location of thoroughfares underway and planned.

Improve east-west access

Provide additional east-west arteries north of Poway Road.

Heavily traveled dirt roads

Upgrade existing dirt roads that carry traffic volumes ordinarily consistent with paved streets.

Setback and off-street parking requirements

Require setbacks that will insure adequate room for expansion of new streets and for beautification of the streets. Increase off-street parking requirements for commercial establishments and multiple residence buildings.

Crossing on major roads

Provide pedestrian and equestrian crossings at logical points on all major thoroughfares.

Centralization of services

Centralize civic services — fire, police, water, government offices — so that these will be easily accessible from all points of the valley.

Natural road patterns

Develop road patterns which will follow the natural contours of the valley wherever possible instead of the typical "grid pattern" that requires extensive grading.

Major road routing and design

Route major roads with high volume flow and speed away from homes, schools, and parks. Design main routes to avoid detracting from existing improvements.

Use of signs

Regulate the use of and design of identifying informational and outdoor advertising so as to enhance rather than inhibit safety and beautification.

Inter-community travel

Work with other communities and property owners to provide, if possible, access to other towns, such as Escondido, without using freeways.

Pedestrian routes

Plan vehicular and pedestrian roads and by-ways in such a manner as to encourage separation of vehicles and pedestrians in order to encourage walking. More specifically, encourage large scale residential developers to provide pedestrian access from the rear of lots to schools, recreational and shopping areas.

OVERALL PARK AND RECREATION GOAL

Provide a well balanced system of recreation facilities properly distributed to serve the entire area, and meet the needs of both active and passive recreation for all ages, looking forward to the time when the valley will reach a population of 45,000.

Site acquisition

Acquire park sites while undeveloped land is still available, and, if necessary, first priority should be given to land acquisition, with development coming later.

Poway community park

Acquire a centrally located community park site, large enough to include building sites for a recreation center as well as green areas. A restriction of the total area to be used for buildings should be included in the park plan to assure a permanent park-like atmosphere.

Subdivision recreation facilities

Require the dedication of land for park and recreational purposes, or the payment of

fees in lieu thereof, as a condition of approval of final subdivision maps as permitted by state law.

Park location

Locate neighborhood and community parks convenient to and within safe walking distance of the people served, using, where feasible, the flood control settling basins.

Regulation of adjacent uses

Regulate uses adjacent to recreation areas to insure compatibility with the park and recreation functions.

Private recreation

Encourage the development of private as well as public recreational facilities.

Use of school grounds

Locate parks adjacent to school grounds, where feasible, with the school grounds of all schools being made available for after school recreation.

Community swimming pool

Encourage the construction of community swimming pools to serve the needs of the population.

Riding and hiking trails

Develop a system of riding and hiking trails coordinated with drainage channels and open space areas, and integrated into the existing system in San Diego.

Trail routes

Plan trails so that they lead to specific points of interest, and provide means of crossing the valley in each direction, and where possible they should avoid highways and main thoroughfares.

Preservation of trails

Require developers who intend to construct along the planned trail system to provide a suitable alternate route.

Special Poway trail

Develop a trail which roughly follows the perimeter of the area of the Poway Plan.

OVERALL RESIDENTIAL GOAL

To provide housing sufficient to accommodate a population of 45,000 at a density that will not overtax public facilities or reduce the quality of existing residential areas.

Orderly development

Recognize that all vacant available land cannot be developed residentially in the foreseeable future. Encourage orderly residential development, recognizing the need for extension of public utilities such as water, sewer, gas, electricity, telephone, public streets, and other services and facilities and avoid "leap frog" subdivisions.

Mobile home parks

Locate mobile home parks as a buffer between high density residential areas and commercial areas. As an overall objective the population residing in mobile home parks should not exceed 5% of the Poway population at any one point in time and no more than 150 acres should be designated on the community plan for the use of mobile home parks. Mobile home parks should be at least 15 acres in size and should provide a high standard of amenities including extensive landscaping, attractive walls and fences, pools, courts and play areas. A maximum density of eight units per acre in mobile home parks should be adhered to. Adequate off-street parking for both residents and visitors should be provided.

Preservation of the natural terrain

Discourage as much as possible all extensive or severe grading for development of any kind and preserve the natural grade and terrain as much as possible.

Variety of housing types

Encourage controlled development of duplexes, triplexes, fourplexes, and apartments in addition to single family homes to provide an ample selection for any individual desiring to live in Poway. Specifically, standards should be prepared and enforced that will provide off-street parking consisting of one covered and one uncovered space for each unit with an additional number of spaces for visitors equal to 25% of total units. Setbacks should be at least one half the width of the street plus 20 feet and each development should include extensive landscaping, attractive walls, and fences. Larger developments should include a pool, courtyard and play area.

Housing quality

Discourage move-in houses that do not equal the quality of homes in the surrounding area. All move-in homes must meet with the strictest County codes for health and safety.

Low density residential development

Reserve the hills of Poway and their slopes for low density residential purposes.

High density residential development

Provide for higher density development within or adjacent to existing or future commercial use and on land too costly to develop with single family homes.

Estate development

Encourage estate type development (1/2 acre or more) throughout the community especially north of Twin Peaks Road; except for areas presently zoned for smaller lot sizes.

Protection from neighborhood nuisances

Protect residences from neighborhood nuisances and if necessary revise or amend the zoning ordinance to achieve this goal.

Neighborhood design

Encourage developers to design neighborhoods with through traffic routed around rather than through them.

Planned unit development

Encourage developers to use the planned unit development concept in which the density is controlled, but structures and streets are designed so as to minimize cut and fill operations and to maximize the amount of usable open space.

Land reserved for residential-agriculture

Encourage the reservation of all land east of the aqueduct for agricultural uses, including residences related to such agricultural uses.

Local development goal

Utilize community initiative to encourage the establishment of higher quality, local development goals than those that presently exist in the zoning ordinance.

Chapter 2

The Plan Elements

Prior to the selection by the Citizens' Committee of a Community Plan that would best implement the goals, many alternatives were studied. The following is a basic analysis of each of the concepts that were examined and the reasons why the land uses as shown on the Plan were selected.

Rural Portion of the Plan

The Poway goals as a whole generally indicate that the land east of the San Diego-San Vicente aqueduct (see map) should remain rural and that agriculture should be encouraged in this location. Accordingly, all of the land east of this aqueduct was studied, and maps were prepared that indicated the suitability of the land for various rural uses. Based on the soils, steepness of slopes, access, climate, and availability of water it became obvious that there were three basic concepts that could be followed in the preparation of a plan for the rural area:

1. Emphasize people
2. Emphasize farming and open space
3. Provide a balance between land for people and land for farming and open space

Alternative plans were studied for each of these concepts and three plans were selected that represented a balance between land for residential use and land for other rural uses. A careful study was made of each of these alternative plans.

There are 14,000 acres in the Poway Study Area east of the aqueduct. Presently there are only 97 houses. If one house were built on each acre of land this area could hold 49,000 people. Even if there were only one house for every five acres 9,800 people could live in this area. The scope of this initial plan covers an increase from Poway's present population of 14,000 to a future of 45,000 persons.

It is unreasonable and illogical to assume that the rural area will gain all of this new growth. This is particularly obvious when one examines the fact that only two houses have been built east of the aqueduct during the past year as compared to 470 houses in the urban portion of the community.

Undoubtedly there will be growth in the rural area particularly as water becomes more easily available. Thus the Poway Plan is designed so that the population east of the aqueduct could grow from its present 350 population to 4,650 without requiring a revision in the Plan.

AGRICULTURE

(See Compatibility Matrix on Page VII-20)

Since agriculture is an important part of the economy and is to be encouraged, all those lands highly suitable for agriculture, because of soil and climate conditions and the availability of water, were designated on the Plan for agricultural uses, except for one small pocket of land which could not economically be farmed, and one major portion of some 600 acres located at the intersection of Highway 67 and Poway Road which was determined to be highly suitable for rural residential uses.

The Plan calls for two types of agriculture, light and heavy. Light agriculture was placed in areas specifically suited to the production of agricultural crops. The primary considerations in designating areas for light agriculture were soil suitability and climate. The areas planned for light agriculture presently are engaged in crop production or are primarily vacant with a soil type that will allow the choice of producing two or more agricultural crops, to an extent that would be economically feasible. The processing of crops for market, raised on the premises, is a compatible use, excluding commercial canning and other heavy processing.

Commercial livestock and commercial poultry production are specifically excluded from the light agricultural areas. Residences of the owners or lessees plus buildings incidental to the production of crops such as barns, shops and farm labor housing should be the only structures. Parcel sizes of 15 acres would implement this concept although smaller parcels could be compatible. In most instances larger acreages would be required in order to assure an economical operation.

All agricultural crops permitted in the light agricultural area could be grown in heavy agricultural areas, although this normally will not be the case since the areas with the best soils are designated for light agriculture. Soil suitability is not a factor since heavy agriculture is specifically for the production of commercial livestock and poultry. Chicken ranches, beef cattle production (feed lots), dairies, and hog ranches are examples of activities that would be typical of this designation. Canning of fruit and vegetables and processing for market of poultry, small animals, crops, milk and dairy products produced on the premises are compatible uses, but rendering, tanning, or reduction of meat or animal products, which are industrial type activities should be prohibited.

No specific acreage minimum is necessary, however the Plan map indicates that the only location for this use is a remote area in the northeast corner of the Poway study boundary which is not adjacent to areas designated for rural residential or urban uses.

RUGGED TERRAIN

(See Compatibility Matrix on Page VII-20)

Those lands that generally exceed 30% slope were designated Rugged Terrain. This designation assumes that some individual homesites will be located on flat accessible pockets within these overall areas. However, the Plan recognizes that intensive development would be expensive, and generally would require severe cuts and fills which might create unnecessary scarring of the landscape, erosion, etc. The provision of public services such as sewer, water, police and fire protection, schools and recreation facilities would be very expensive to the taxpayer if a high density of population were to locate in such remote places.

It is intended that very low density residential uses would be allowed, if existing, and even

elsewhere if a residence could be constructed to blend into and not visually destroy the natural landscape.

RURAL RESIDENTIAL

(See Compatibility Matrix on Page VII-20)

After determining the areas best suited for agriculture and the areas that were so steep as to preclude intensive development, there still remained many thousands of acres. Based on existing development, lot sizes, availability of water, and existing or planned access, those areas most suitable for a type of development similar to High Valley were designated for rural residential uses.

The rural residential areas are intended to be of very low density with a suggested minimum building site of two acres but developed in such a manner that the overall density would be much lower. Development of major areas in conjunction with agriculture, most suitably tree crops, would tend to assure the overall low density.

The areas designated as rural residential presently have no major installation of urban type facilities, such as curbs, gutters, sidewalks and sewer lines and it is intended that these types of facilities NOT be installed.

MULTIPLE USE

(See Compatibility Matrix on Page VII-20)

The remainder of the rural area, which for the most part is rocky, relatively steep with poor soil or has a lack of water or access to a public road, was designated Multiple Use in order to provide as many rural uses as possible for this difficult terrain.

Land in this category includes areas not particularly suitable for agriculture, but would allow space for such varied uses as grazing, dry farming, natural resource reserves, and other light agricultural uses in isolated pockets. It is intended that very low density residential uses would be allowed on pockets of flat land if such uses could be constructed to blend into the landscape and not create hazards to other people or property.

Rural Recreation is also a good use for some of this land. Rural Recreation is defined as land designated for recreation pursuits not normally provided by public agencies, but still necessary for a balanced community recreation program. These activities could be described as commercial

recreation and would be developed with private capital. They would be entirely privately owned and operated either as a profit or non-profit venture. Examples of activities which might be permitted include, but are not limited to: small amusement parks, miniature golf courses, gun clubs, trap and skeet ranges, go-cart tracks, riding clubs, and rodeo arenas.

It is specifically intended that raceways and drag-strips be excluded as not compatible with the overall goals. Inasmuch as some of these activities are noise producers and often involve participation by large numbers of people, they are not compatible with and have not been designated adjacent to urban uses. It is intended that this type of use be properly screened to protect adjacent properties from noise, odors or aesthetic problems that might arise.

Urban Portion of the Plan

The major goal for the urban area is "To provide housing sufficient to accommodate a population of 45,000 at a density that will not overtax public facilities nor reduce the quality of existing residential areas."

In order to achieve the overall goal, several other goals were also adopted. In summary these other goals recognize that all vacant available land cannot be developed in the foreseeable future, and that there should be locations assigned for all types of housing to provide an ample selection for any individual desiring to live in Poway. The goals also intend that high density areas will be related to existing or proposed commercial activities, on streets with the capacity to handle the traffic, and in areas where major public facilities already have been installed.

There are many alternative land use plans that could meet one or two of these objectives. The Committee examined many alternatives and measured each alternative on the basis of each and every one of the goals. Since the needs for public facilities and transportation are directly related to the population, the first step was to explore alternative locations for various residential densities.

The basic question to be answered was the relative distribution of the population north of the proposed freeway and south of the proposed freeway. A broad spectrum of population distribution was possible. The Committee rejected

the concept that all new housing should be located north of the freeway and also rejected as unrealistic the concept that all new housing should be located south of the freeway. The Plan that has been selected represents a balance of population with highest densities south of the freeway.

In the discussion which follows, each of the elements for the urban portion of the Plan are examined, and the factual data that led to the decisions as reflected in the Plan are summarized.

ESTATE

(See Compatibility Matrix on Page VII-20)

This category would limit development to single family detached houses with a maximum overall density of one dwelling unit per gross acre. A typical existing development of this nature is the Green Valley subdivision. If the Green Valley development had a single family house on every existing building site, the overall density would equal that proposed for the estate category because of the land being used for streets, open spaces, and public facilities. This average of one dwelling unit per acre could be maintained even though many homes might be on lots considerably smaller than one acre, if compensating open space or parcels of over one acre were located in the general vicinity.

PLANNED ESTATE DEVELOPMENT (Two Dwelling Units per Acre)

(See Compatibility Matrix on Page VII-20)

This category includes developments, with a maximum density of two dwelling units per gross acre, planned and developed as a whole in a single development operation or a programmed series of operations in accordance with detailed, comprehensive plans. These plans would show a rational circulation pattern and adequate parking facilities, open space, utilities, together with a program for provision, operation, and maintenance of all areas, improvements, facilities, and services provided for common use of the residents. It specifically limits dwelling types to one family detached dwellings.

This classification where applied will require the developer to make suitable provision for preservation of watercourses, wooded areas, rough terrain and similar natural features with the development being designed to use such natural features and amenities so as to relate harmoniously to its surroundings and to preclude the necessity for severe grading.

PLANNED ESTATE DEVELOPMENT (Three Dwelling Units per Acre)

(See Compatibility Matrix on Page VII-20)

This category is the same as planned estate development (up to two dwelling units per acre) except this designation permits up to three dwelling units per acre and permits multi-family structures with compensating open space.

Specific criteria were established prior to locating estate and planned estate areas on the Plan map, they were:

1. Areas were designated estate if the existing pattern of land use or ownership is primarily estate, thus achieving the goal of preserving the quality of existing development.
2. Generally, estate type development does not require sewers — thus all areas west of the aqueduct, without sewers, were studied and if other goals could be achieved, these areas were designated estate.
3. The Plan calls for planned estate developments which provides for more concentrated population and compensating open space. These concentrated areas would require sewers. Accordingly, areas with sewers available and also with an existing estate pattern of land use or land ownerships were designated planned estate development.

TRACT HOUSING

A majority of the population in Poway today resides in tract housing. An examination of the pattern of existing development indicated several important considerations which were utilized in selecting the location for future tract housing.

Terrain

In most instances tract housing has been built on relatively flat terrain.

Sewers

In every instance tract housing has been built in areas where it is possible to connect to existing sewer lines.

Access

In every instance tract housing has been built in locations with easy access to a major road (Poway

Road, Pomerado Road, Midland Road, Community Road, Twin Peaks Road).

Density

Regardless of existing zoning, the fact is that in no instance has a tract been built with a higher density than 4.5 dwelling units per acre. The density has been much lower than this where the terrain was more difficult.

Utilizing this data, the Plan recognizes the fact that all of the existing tract housing will remain for the foreseeable future and designates these areas as low density. The Plan also designates new areas that would be logical extensions of these uses. This type of housing was not designated for those locations that are highly suitable for planned residential development.

PLANNED RESIDENTIAL DEVELOPMENT

(See Compatibility Matrix on Page VII-20)

Poway's basic overall goal is to retain and enhance its present residential and rural atmosphere while accommodating a population of 45,000. It became quite obvious to the Committee in the early stages, that this goal could not be attained if all of the land suitable for urban development was bulldozed into flat land with nothing but tract housing. Accordingly, the Plan provides for some tract housing as indicated above, but basically the Plan emphasizes the concept of planned residential development.

The planned residential development concept does not concern itself with minimum lot sizes, but rather concerns itself with the number of families living on a parcel of land.

A major purpose of the Poway Community Plan is to provide an ample selection for all income groups desiring to live in Poway while still retaining the basic attractions of a rural residential environment. Accordingly the areas designated planned residential development could be developed with townhouses, cluster housing, garden apartments, as well as single family detached dwellings on very small lots, so long as compensating open space is provided within the development that will maintain the overall density of up to five dwelling units per acre. The developers will be required to make suitable provision for preservation of watercourses, wooded areas, rough terrain and similar natural features.

The density permitted in locations designated for planned residential development is quite high. Accordingly, these areas will require sewers, water, street lights, convenient commercial facilities, schools, churches and major roads. All of these are expensive to maintain and represent major capital investments, either by private individuals, organizations, or the public. In addition electric, gas, and telephone service will be needed. Thus the decision as to the proper location for this type of density was based on the following criteria:

- a. Near major roads
- b. On lands where sewer and water service is already available
- c. On lands basically not already subdivided or lot split into very small lots
- d. On lands with some topographical problems
- e. On lands with some flooding problems
- f. Near public facilities
- g. Near churches and schools
- h. Near commercial development

One of the exceptions to the use of these criteria is to be found on the Plan map; namely, an area of about 30 acres adjacent to Rancho Bernardo. The intent of the Plan is to permit a planned development which would have smaller lots adjacent to the City of San Diego, with larger estate lots adjacent to the existing estate development in Poway. This would provide a smooth transition between these two uses.

MEDIUM AND MEDIUM HIGH DENSITY

The Plan recognizes the need for providing duplexes, triplexes, garden apartments, town-houses and mobile home parks without major open spaces for those people who do not desire, or cannot afford, to live in tract housing or in planned residential developments. Allocations of this type of use were based on existing land use and ownership patterns, and the availability of public services and facilities. The goal is to provide for higher density development within or adjacent to existing or future commercial uses and on land too costly to develop with single family houses.

Based on existing lot sizes, location of public facilities, commercial operations, access to major roads, existing zoning, existing uses, assessed valuations, and contours of the land, approximately 780 acres meet the criteria for higher density development. If all 780 acres were developed at the highest density called for in the Plan, of up to 25 dwelling units per acre, this 780 acres would be able to house 60,000 people.

Land use forecasts, based on recent market studies, indicate that there is no realistic possibility of this many persons desiring to live at this density in Poway. In fact this number exceeds considerably the 45,000 population expected to be residing in Poway on the target date of the Plan. Thus, in order to assure the highest and best use for all the land the Plan provides for three different types of density.

MEDIUM HIGH DENSITY

(See Compatibility Matrix on Page VII-20)

This is the regular apartment house density and provides for apartment houses at a density of up to 25 dwelling units per acre, with no requirement for major open space. The Committee was careful to select locations for this designation which were near the central town area, and located with access to a major street where major sewer and water facilities already have been installed.

The Poway Plan also makes provision for retaining the existing apartment houses and provides for an expansion of this use into adjacent areas that meet the criteria mentioned above. Approximately 190 acres of land are designated for this use.

In every instance where land has been zoned in the past for commercial uses, but is not required for commercial activities, the Plan provides high density as an alternative and more realistic use. This is logical since the high density uses will have similar requirements for traffic and public facilities as do commercial use. Generally speaking apartment areas provide similar or even higher valued buildings than the average commercial area found in Poway. Evidence of this fact is that during the past year one apartment building was constructed in Poway with a permit value of \$150,000 as compared to seven commercial buildings with an average permit value of only \$25,000.

MOBILE HOME PARKS

(See Compatibility Matrix on Page VII-20)

The goals for mobile home parks include the statement: "As an overall objective the population residing in mobile home parks should not exceed 5% of the Poway population at any one point in time." There are some problems that make this a very difficult goal to achieve in the short term. However, it is definitely possible to limit on the Plan the mobile home park locations to those areas that meet the criteria of good planning.

The Plan map designates areas that are presently being used for mobile home parks, and additional acreage to total 150 acres as called for in the goals. Since there are not sufficient good locations for all of this acreage on existing sewers, it was necessary to select a site east of the aqueduct which could be sewerred by gravity flow and for which sufficient roads have been planned to accommodate the traffic generated by this type of density.

MEDIUM DENSITY

(See Compatibility Matrix on Page VII-20)

After designating land to medium high density and mobile home parks, based on the criteria described above, the remaining acreage that was suitable for apartments, duplexes, triplexes, etc., was designated medium density of up to 8 dwelling units per gross acre. Most of this land is already divided into relatively small parcels, and there is some lower density development already in existence. Thus it would be possible for larger apartment buildings to be constructed on individual parcels without exceeding the density for the general area of up to 8 dwelling units per acre.

COMMERCIAL

The goals direct that in providing for commercial facilities a proper balance between the commercial acreage provided and the population served should be maintained. Areas designated for commercial use should be protected from encroachment by non-business type of developments, and at the same time commercial activities should not interfere with adjacent uses. These goals can best be achieved by encouraging heavier type uses to develop in clusters at some distance from other uses.

The realization of a balanced attractive commercial sector requires adherence to Poway's overall commercial goal, which is to provide for concentrated commercial centers and to discourage the strip approach. The concentrated commercial areas should be characterized by proper location, adequate size, sufficient off-street parking, and visual attractiveness. Development requirements should include underground utilities, sign controls, and landscaping with trees and shrubs to soften the structures and parking areas.

As noted in Part II, there is a direct relationship between the amount of land required for commercial uses and the population being served. Based on land use forecasts alone a population of 45,000 persons will require only 135 acres for commercial purposes. However, the Citizens' Committee recognized the need for competition within the community and desired to preclude a few persons who own 135 acres from having a monopoly on all commercial lands. To accomplish this, the Commercial Subcommittee was charged with the responsibility of providing not 135, but 250 acres of land for commercial uses, on sites that would meet the goals.

This means that during the next five years a person desiring a 10-acre parcel for constructing a commercial enterprise will have 210 acres of land from which to select. Utilizing this balanced approach also makes possible the attainment of the goals as set forth above.

The Plan calls for three types of commercial activities: neighborhood convenience centers, general commercial and low compatibility commercial.

NEIGHBORHOOD CONVENIENCE CENTERS

(See Compatibility Matrix on Page VII-20)

A neighborhood convenience center provides space for markets, drug stores, and personal service facilities which are customarily located within very short distances of the residential areas they serve, but apart from any major commercial center. A minimum of five acres and up to ten acres would best implement this concept although somewhat larger areas may be necessary in locations related to tourism.

The Plan designates the general location for five neighborhood convenience centers. Two of these are already established — one in the general vicinity of the intersection of Poway Road and

Garden Road, the other on Midland Road, including Old Poway. These two neighborhood centers, supplemented with general commercial activities along Poway Road will be more than adequate to serve the population south of the proposed freeway and east of Carriage Road.

A site for an additional neighborhood convenience center has been designated at an unspecific location on Pomerado Road between Poway Road and the proposed freeway to serve the population expected to live in this general area.

North of the freeway, with a much more limited population, only two general locations need to be designated for neighborhood centers. One generally in the vicinity of the intersection of Twin Peaks Road and Espola Road, the other on Espola Road north of the High School. It is expected that this northerly site will need to be somewhat larger than a normal center in that certain recreation and tourist-oriented facilities will be required to serve the visitors to the Warren Canyon recreation area.

GENERAL COMMERCIAL

(See Compatibility Matrix on Page VII-20)

General commercial areas, as the term implies, include provision for all of the customary downtown type facilities for comparison shopping, a minor amount of convenience and personal shopping facilities, space for offices, automobile agencies, trailer sales, repair shops, equipment sales, small animal hospitals, lumber yards, cabinet shops, drive-in facilities and other uses oriented to a major road. It does not include those light industrial or heavy commercial uses designated to be located in the low compatibility commercial areas.

All the existing general commercial activity is located on Poway Road today, so the Plan calls for all additional general commercial to be located along Poway Road. The reason for this is quite obvious. The major installation of sewer and water lines required for commercial activities is located along this road and the road is designed to handle the traffic generated by commercial activities.

LOW COMPATIBILITY COMMERCIAL

(See Compatibility Matrix on Page VII-20)

Every community has a need for a location for those heavy commercial and light industrial uses which are not compatible with residential uses, and also should not be located adjacent to general

commercial establishments because of the noise, unsightliness, etc., that inevitably are associated with these uses. Examples include concrete, sand, and gravel yards, vehicle dismantling yards, auto body repair facilities, trucking and transportation.

The Committee searched diligently for a location that could meet the following criteria:

- a. Adjacent to open space
- b. On a major road
- c. Not adjacent to general commercial

A requirement for sewer service is of minor importance since these uses tend to be open air uses without requirements for major sewer and water. The Plan map shows the locations, on Pomerado Road near Beeler Canyon, that meets these requirements.

OTHER COMMERCIAL

There are many commercial or quasi-commercial uses that because of their unusual or special characteristics normally will not locate in any of the three commercial designations described above. Examples of such uses include rest homes, convalescent hospitals, day care centers for children, professional offices, and certain home occupations such as beauty shops or photographic studios.

It is not intended that specific locations for the aforementioned uses be designated on the Poway Plan. However, each individual case will be considered on its own merits and in all cases such uses should only be permitted on major streets as designated on the Plan and should be on parcels of no more than five acres in size. If the particular use meets these basic requirements and is not in conflict with the other community goals, then the County should determine the use to be compatible and allow it to locate on the specific site after public hearing.

FREEWAY ORIENTED COMMERCIAL

The exact location and precise design of the freeways shown on the Poway Plan have not been determined. Accordingly it is premature to designate specific sites for freeway-oriented commercial facilities. It is the intent of this Plan that the Plan will be revised as soon as possible after

construction of the freeway has been started and that all of the freeway interchange sites will be studied for appropriate uses, commercial or otherwise.

DEVELOPMENT STANDARDS FOR COMMERCIAL ACTIVITIES

The Plan map implements that commercial goal which states "Maintain a proper balance between commercial acreage and population served. Total commercial acreage shown on the Poway Plan to accommodate a population of 45,000 should not exceed 250 acres." The Plan also achieves that portion of the overall commercial goal that states "Provide for concentrated commercial centers and discourage the strip approach," and the goal that states "Encourage the clustering of heavier commercial uses."

However, attainment of the remainder of the goals would be possible only if the community, businessmen, and County government join together in a concentrated effort to prevent a few marginal operations from blighting the land designated for commercial uses. The implementation section of this text contains some very specific recommendations and proposals to assure that Poway will be as proud of its commercial areas as its residential areas.

INDUSTRY

It is not the intent of the Plan to encourage industry of all types to locate in the community and this is so reflected in the industrial goals. The overall goal for industrial development is to "Encourage the development of those industrial type uses which are of direct service to a residential-agricultural community; and prohibit those heavy industrial uses which create noise, smoke, odor, heavy traffic and other objectionable nuisances that are not compatible with Poway's overall development goal." Such acceptable uses would include sand and gravel extraction for construction within the community for limited periods. It would also include equipment and automobile storage yards if properly screened, and light nonobnoxious manufacturing uses.

The goals also state that the Plan map should not show any specific location for light industrial uses. In the event that a legitimate industrial enterprise seeks a location for industry in Poway,

the decision as to its location and suitability should be based on these goals. In no instance should such uses be located in existing buildings in the urban portion of the community.

URBAN RESERVE

(See Compatibility Matrix on Page 122)

In order not to exceed the overall goal of accommodating 45,000 persons, certain lands, suitable as normal extension of the urban areas sometime in the future, needed to be assigned as urban reserve. The areas so designated are relatively remote, do not presently have an urban level of service, and generally tend to have some problems with terrain. Areas shown in this designation are intended to remain in their presently undeveloped state for the next 5-10 years. They could be used for agricultural purposes, and for single family homes on existing lots but it is not contemplated that they will be subdivided in the immediate future.

Should the owners desire to subdivide, the Poway Plan should be revised to conform with a precise development plan that has been reviewed by the Poway Planning and Development Program Citizens' Committee and has been officially approved by Resolution of the Board of Supervisors after public hearing by the Planning Commission and the Board of Supervisors.

FLOOD CONTROL

The basic goal for flood control is to provide effective flood control measures while maintaining the beauty of natural creek channels at all locations where it is economically feasible to do so. The Plan intends that existing conditions and elevations be used as the basis for determining the location of all channels.

Construction in flood hazard areas should be limited to projects compatible with the Community Plan. This would include such uses as agriculture, parks, playgrounds, golf courses, and riding and hiking trails. In this manner the drainage channels could be maintained in an open state and the permitted uses would not be seriously affected by intermittent flooding. Where economically feasible, existing structures in flood channels should be acquired and moved. Most importantly, construction of concrete flood channels should occur only in those areas where restrictions of the natural grade and the capacity of flood would make it mandatory.

The Plan map shows the existing open flood plains as greenbelts. Specific recommendations for implementing this element of the Plan are found in the implementation section.

GENERAL STATEMENT — PUBLIC FACILITIES

Inasmuch as the activities covered under public facilities are financed by the taxpayers the basic goal for each of the following is very similar. That is, to provide a high level of service and the required physical improvements at the lowest possible cost to the taxpayers. The locations of proposed physical improvements such as schools, parks, and public buildings were determined primarily by the goals established for each of these important services.

Schools and Education

Poway has an existing high level of public education. The basic goal in this area is to maintain a continuing high level of public education and physical school improvements in the Poway area to serve the education needs of all age groups. This will require early selection and acquisition of school sites to insure the proper location of elementary, intermediate, and high schools, adequate in size and at a reasonable cost to the public.

By the time Poway's population reaches 45,000, a total of 14 elementary, 5 intermediate, and 2 high schools will be needed to fulfill adequately the community's educational requirements. As shown on the Plan map, the Poway Unified School District presently owns 10 of the 24 school sites required. These 10 sites are specifically located on the map. The remaining 14 are shown as symbols indicating that they will be required for the general area when the population growth so warrants.

Parks and Recreation

Recognizing the vital need for recreational opportunities in the community, the Citizens' Committee established as an overall goal, "To provide a well balanced system of recreation facilities properly distributed to serve the entire area, and meet the needs of both active and passive recreation for all ages."

Such a system would include a community park, neighborhood parks, riding and hiking trails, swimming pools, and would provide for the use of school playgrounds for after school recreation. In the private sector, it will require the dedication of land for park and recreational purposes, or the payment of fees in lieu thereof and would encourage the development of private commercial recreational facilities. In developing the desired balanced system, regulations of uses adjacent to recreation areas to insure compatibility with park and recreation functions should be enforced.

Since each elementary school serves an individual neighborhood near the center of its attendance district, neighborhood parks have been designated adjacent to elementary schools. In this manner the school playgrounds can be utilized for after school recreation in conjunction with the parks as well as serving as the central focal point of the neighborhood.

The Poway Plan calls for three equestrian centers. One of these is located on public lands in the Warren Canyon area and it is expected that private nonprofit clubs or organizations will work with the Water District to develop this center as a site to rest, water horses, picnic, and provide other needs to the horseman as one part of the total recreation program. If there is not sufficient interest on the part of clubs or organizations, the site should remain vacant until the population increases to a point where such an interest exists. The Plan does not preclude the possibility of this part of the total recreational facility planned at Warren Canyon being constructed, operated, and maintained by the public, if after an election such actions appear to be the will of the people.

The remaining two equestrian centers are located on private property at the western and south-eastern entrances into the community. The intent of the Plan is for these centers to be developed as part of a total private development plan that would include residential uses oriented to this type of operation.

While the Plan shows only three sites that would not conflict with adjacent land uses it does not intend to preclude other sites for such uses as long as they are a part of an overall development plan that assures the accomplishment of the goals of the Community Plan. The equestrian centers are linked together by an open space system as depicted by the Plan and serve as a vital part of the recreation element for a community such as Poway seeking to maintain a rural atmosphere.

Other Community Facilities

The remaining public facilities required to serve the needs of 45,000 people include fire stations, water and sewer facilities, libraries, civic center area and cemeteries.

Fire

Three fire stations will be required to serve the projected population. The existing fire station will have to be expanded in the future. The site shown in the northern portion of the planning area is presently owned by the district, and construction of the facility has been started. The site will serve the entire lower density residential area to the north. The remaining site, while not yet precisely determined, will need to be located in the general vicinity of the intersection of Pomerado Road and Oak Knoll Road in order to maintain a high level of fire protection service for this dense area.

Water

When completed, the Warren Canyon Dam will provide more than enough water storage requirements for a population of 45,000. In addition it will represent a major recreational facility providing opportunities for fishing, camping, picnicking, team sports, hiking, and nature study. The recreation area will be available not only to the people of Poway, but will also serve as a major recreational facility for other communities.

Sewer

The existing sewer plant will not be capable of serving a population of 45,000. Accordingly, the district is in the process of making arrangements to hook into the City of San Diego's Los Penasquitos outfall system. When accomplished such an arrangement will be able to provide the needs for the future population of 45,000.

Civic Center

A major public facility not presently available in Poway is a civic center. As the community grows towards the expected population such a facility will become increasingly important not only to provide needed services, but to help maintain community identity by serving as the focal point for all of Poway. Funds for a new library in Poway have been allocated by the County.

The civic center would contain space for necessary governmental offices, a library, a community swimming pool, a large public assembly building, and a major public park.

Hospital

Poway is within the boundaries of the Northern San Diego County Hospital District. The area is presently served by Palomar Hospital located in Escondido. As Poway's population increases, a hospital will be needed to serve the area. Because of the unique characteristics and special land use considerations related to a hospital, it is intended that a hospital site not be limited to a single location by Plan map designation. It is the intent of this Plan, however, that such a hospital site location be limited to certain land use categories as delineated on the Plan map. These categories are: Residential (Low, Medium, Medium High) and Commercial (General Commercial). The actual selection of a site and location approval should be based on the merits of the proposal at a particular point in time. In some instances, it will be necessary to obtain approval of the Board of Supervisors and Planning Commission to obtain any special use permits or changes of zone classification.

Major Medical Facility

Major medical facility shall include, but not be limited to, professional offices for doctors, dentists, oculists, optometrists, osteopaths, chiropractors, psychologists, dental, medical, x-ray, biochemical, and general pathology laboratories, not to exceed fifteen acres, based upon demonstrated need. Major medical facilities may be established within the boundaries of the Poway Community Plan within the following land use categories as delineated on the Plan map: Residential (Low, Medium, Medium High) and Commercial (General Commercial). Each case will be considered on its own merits weighing such factors as major road accessibility, center of service area, existing facilities and land use as well as those anticipated.

Cemetery

The cemetery indicated on the Plan is existing. The present acreage is not adequate to serve the planning area in the future. However, at the time

this text was being written, the cemetery district was in the process of acquiring land contiguous to the existing site that will approximately quadruple the present acreage. If acquired the additional land will be more than adequate to serve a population of 45,000.

Transportation and Circulation

Of primary importance in attainment of all other goals is the development of a balanced and convenient as well as beautifying system of roads and by-ways which will meet the needs of present and projected traffic growth.

Provision of a balanced system will require planning in such a manner that vehicular and pedestrian routes are provided which do not conflict with each other. The major roads are to be routed away from homes, schools and parks. An integral part of the system will be the requirement of adequate off-street parking for the various land uses.

To insure that the entire system is developed in an attractive manner, several guidelines must be followed. First, building setbacks should be required that will insure adequate room for

expansion of new streets and for beautification of the streets. In addition, signs and outdoor advertising need to be regulated so as to enhance rather than inhibit safety and beautification. And finally, road patterns should be designed to follow the natural contours of the valley wherever possible instead of the typical "grid pattern" that requires extensive grading.

The circulation plan shown on the Poway Community Plan is basically the same as shown on the adopted Circulation Element of the San Diego County General Plan. However at the time this Plan was printed, the necessary data to support the need for many of the roads through the rural areas was not available.

A computer program to analyze the traffic needs is currently underway and hopefully will be completed prior to the adoption of the Poway Plan. In the event the data is not available at that time, all Plan routes through the rural areas are specifically delineated to indicate they are not designed to serve urban development and are subject to future study. If in the future it is determined that certain roads traversing the rural areas are not needed, they should be deleted as a part of Plan implementation.

POWAY COMPATIBILITY MATRIX
AS AMENDED BY THE BOARD OF SUPERVISORS 3 - 20 - 75

ZONES	LAND USE CATEGORY														
	Estate	PED(2)	PED(3)	Low	Low PRD	Medium	Medium MHP	Medium High	Urban Reserve	Rugged Terrain	Multiple Use	Neighborhood Commercial	General Commercial	Low Commercial	Rural Residential
A-1(1)	*								●	●				*	●
A-1(2)	*								*	○				○	●
A-1(4)	*								○	○				○	○
A-1(8)	*							*	○	○				○	○
A-2(4)										*					*
A-2(8)										*					*
A-3(4)										*					*
A-3(8)										*					*
A-4															
E-1	○	*	*	*	●	*	*		●					*	●
E-1-A	○	*	○	*	2	*	*								
E-1-B	○	○	○	*	*	*	*		*					○	*
E-1-C	○	○	○	*	*	*	*		*					○	○
R-1(15)			●	○	2	*	*	*							
R-1				○	2	*	*	*							
R-1-B				○	2	*	*	○							
R-1-A				*	2	○	*	○							
R-2						○	○	○				*			
R-3							●	○				*			
R-4												*			
R-P						*	*				○	○			
C							●	1			○	○			
C-1												*			
C-2												*			
M												*	○		
M-1															
T(2),(4),(8)	*	*	*	*	*	*	*	*	○	*	*	*	*	*	*
LC															
LCA										○					*
FP	Wherever appropriate														
SC	Wherever appropriate														
PRD-(*)	○(1) ●(2)	○(2) ●(3)	○(3) ●(4)	○(5) ●(8)	○(3) ●(8)	○(8) ●(12)	○(8)	○(25)	*	(1)				*	(1)

(*) Indicates maximum dwelling units per acre of the PRD designation.

- ☐ Those zones that are highly compatible with the intent of the land use category and should be encouraged.
- ☒ Those zones that are generally compatible with the land use category.
- ☒ Those zones that could be found to be compatible on parcels less than 20 acres in size by the Board of Supervisors under unusual or abnormal circumstances but generally are not compatible.
- ☐ Those zones that are not compatible with the land use category.
- ☐ 1 This zone is generally not compatible but commercial uses that are highly compatible with multi-family residential areas could be permitted if indicated on an approved specific plan.
 This zone could be found to be compatible by the Board of Supervisors or Planning Commission, provided that the design of the development is pursuant to a special use permit and the Board of Supervisors or Planning Commission finds that the development is in accordance with the goals of the Plan, and that such development does not involve extensive or severe grading.
- ☐ 2

Chapter 3

Recommendations for Implementation

The Community Plan is NOT a zoning ordinance. It does not regulate any particular piece of property. Instead, it is a positive statement of the type of community Poway should be, based on the goals as established by the Citizens' Committee. Zoning is one tool that can be used to implement portions of the Plan. The Community Plan will be a guide in the use of this tool, but the Plan does not imply that any one specific zoning classification be uniformly applied to each of the land use designations shown on the Plan.

Rural Portion of the Plan

ZONING

As stated in the introduction of this section, the Community Plan is not a zoning ordinance. Nevertheless, one of the tools for implementing the rural portion of the Plan is zoning and the relationship of this Plan to future rezoning activity needs to be understood.

An example should serve to illustrate how the Plan could be utilized to guide this zoning. Some of the land in the rural areas is designated "Multiple Use." One owner of property may desire to establish a hunting club in the multiple use area, another owner may have a five acre parcel that is relatively flat and accessible in an otherwise steep area, and he desires to divide it into two parcels for residential purposes. In each instance the particular use desired is compatible with the multiple use concept, yet the acreage requirements are obviously different. In the case of the hunting club a large acreage would be necessary to protect adjacent owners, in the other instance two acre minimum lot size zoning would accommodate the use and still be consistent with good planning. Thus the zoning would need to be quite different for these two parcels even though both are designated multiple use.

On the other hand, if someone requested zoning in these remote areas for urban commercial or high density residential uses requiring very expensive public facilities that would need to be paid for by the other taxpayers of Poway, then such a proposal would be in conflict with the intent of this Plan.

AGRICULTURAL AND OPEN SPACE PRESERVES

Recent state legislation has recognized that more positive action is necessary to supplement zoning if plans for the rural areas of California are to be implemented. The County has established procedures that enable communities and property owners to protect these rural areas from the high taxes which inevitably result when scattered urban development occurs. The major tools that can be used are agricultural preserves and open space easements. Establishing preserves and easements for the lands designated agriculture, multiple use, and open space on the Plan will do two important things.

1. It will assure that scattered urban development will not occur.
2. It will assure those property owners who voluntarily sign a contract that they will be taxed on the basis of the way the land is used, rather than on its potential use sometime in the very distant future.

The evidence submitted in this plan document is overwhelming. The population target for this initial Poway Plan is 45,000 residents. Such a population will utilize only about 5,000 acres for urban uses in Poway. The over 23,000 acres remaining will still be vacant or in agriculture. In the face of this evidence, it is unreasonable to tax the rural areas on the basis of urban potential.

Urban Portion of the Plan

ZONING

As stated earlier the Poway Plan is not a zoning ordinance. Nevertheless, one of the tools for implementing the urban portion of the Plan is zoning and the relationship of this Plan to future rezoning activity needs to be understood.

Residential

Estate Development — All of the land indicated on the Plan as estate is either zoned estate or very low density residential. It is not necessary to make any zone changes to implement this portion of the Plan.

Tract Housing

All of the areas shown on the Plan for tract housing are presently zoned to permit tract development.

Planned Estate Development and Planned Residential Development

A major rezoning effort is necessary in order to implement this essential element of the Plan. At the present time the land designated on the Plan for planned development is zoned into many classifications R-1-A, R-1, A-1(8), etc. In some instances these classifications permit the density as called for in the Plan but in some instances the zoning is too restrictive and should be changed to allow more dwelling units. However, the major concept of the Plan cannot be achieved if the traditional zoning classifications are used.

The County presently has provisions in the zoning ordinance to permit a developer, on an optional basis, to achieve higher density and utilize smaller lot sizes if he provides open space. In order to accomplish the goals of the Poway Plan it will be necessary for the County to adopt a new zoning classification that would make planned development mandatory. This would require a rezoning of all land indicated as planned estate development or planned residential development on the Plan from its present designation to a PRD zone. This PRD zone should not establish minimum lot sizes but rather should control the total number of dwelling units and permit great flexibility in lot sizes and structure types in order to provide an open space environment.

Thus the establishment of preserves will provide an equitable tax for these landowners; assure the continued expansion of agriculture; and preclude the necessity for extending into these remote areas those expensive facilities whose maintenance is paid for by the public.

CAPITAL IMPROVEMENTS

Since no urban facilities are to be installed in the rural portion of the Plan, the only capital improvements necessary are the installation of rural roads and water lines for agricultural purposes. The roads will need to be developed and maintained by the individual property owners from their property to the major road network.

Installation of water facilities will continue to be a joint effort of the Poway Municipal Water District and the Ramona Municipal Water District. These agencies have examined the rural portion of the Plan and have agreed that the Poway Community Plan is in conformance not only with their planning, but also with their ability to provide the necessary water to those owners willing to pay for the installation of necessary pipelines. The homeowners and businessmen in Poway will not be given an additional tax burden to implement this portion of the Plan.

PUBLIC FACILITIES

The Plan specifically intends that urban levels of service will not be provided in the rural areas. There presently are no sewers, schools, or sidewalks in this area. Installation of these types of facilities would be a wasteful application of local tax funds. The Plan intends that people who live in such areas in the future be advised that they are selecting a rural life-style.

Recreation will be farm-oriented with no local parks within easy walking distance; the local roads are to be rural roads and will not be designed to carry heavy traffic. Shopping areas will not be within walking distance nor will churches or other semi-public activities. Septic tanks will be required since no sewers will be available.

Medium and Medium High Density

Mobile Home Parks — Except for the acreage east of the aqueduct which will not be needed for mobile home park purposes for several years, all of the areas designated are presently zoned or in the process of being zoned for mobile home park uses. It is not intended that the area east of the aqueduct be rezoned immediately but rather such rezoning and the necessary special use permit should be processed at the time that this area is needed for this purpose.

Apartments — There is insufficient land presently zoned for the apartment densities as called for in the Community Plan. It is expected that owners of property in the areas designated for these densities will request zoning to a higher density as the population grows and the demand for apartments increases. The intent of the Plan will be best accomplished if such rezoning is based on actual need, and speculative rezoning should be avoided.

Commercial

In terms of existing zoning as it relates to the Plan, there is a greater discrepancy in the commercial category than in any other. In one instance, the neighborhood and tourist-oriented commercial facility at the proposed road to the Warren Canyon area, rezoning from residential to commercial will be required. It is intended that this rezone not take place until after the completion of the road and recreation area and no specific site is proposed. To avoid speculation, any new commercial zoning should be rezoned back to its present zone if a building is not constructed in a reasonable period.

In all other instances the existing commercial zoning far exceeds the requirements for serving a population of 45,000 and exceeds considerably the amount of commercial land shown on the Plan. The Community Plan is a guide, not a zoning map.

The research in the Plan provides unquestionable evidence that there is NO possibility that the 400 acres of land presently zoned commercial will be used for commercial purposes. Less than 40 acres of land are utilized for 14,000 persons. Major shopping centers of a regional nature require over 100,000 persons to support them. Major shopping centers already exist in Escondido and Mission

Valley and other centers are being planned or discussed in the central north County area. Due to its location in the region, with limited access, it is reasonable to expect that only local shopping facilities will be constructed to serve Poway residents.

Faced with this factual data the Citizens' Planning Committee believes there is an obligation to advise owners and future buyers of commercially zoned land of this very limited market. These facts and the Plan designations are made available to financial institutions, governmental agencies, and existing and future landowners as a guide to their actions. Owners of this vast holding of surplus commercial zoning must realize that the risk is very great that their land will not be put to commercial use for many, many years.

The Plan designates those areas that are not already developed for commercial uses and suggests that it is highly possible to find a use for this land during this long period of time rather than allowing the land to remain vacant. The highest and best use appears to be residential of a relatively high density. The Plan encourages the owners to request rezoning of large areas for a high density residential use to preclude one small marginal business from locating in the central portion of the block. Financing of higher density apartment complexes is much more difficult to achieve if the lender fears that the complex would have an incompatible neighbor.

Standards for Commercial Development

The greatest need to assure that Poway's commercial areas will become more attractive to the customer and the viewer is the creation of higher standards for commercial development. The great difference between commercial operations developed in a linear fashion along a street and the modern shopping center lies in the standards that are applied. There are five major areas of control needed: signs, parking, setbacks, landscaping and curb cuts.

One immediate step and a relatively easy one to accomplish would be to amend the ordinance to increase the present setback requirements along Poway Road. The other requirements would necessitate major revisions in the ordinance by establishing a new zone called Planned Commercial Zone in which the emphasis would be on standards of development rather than on the uses permitted.

Urban Reserve

There are a significant number of acres shown on the Plan as urban reserve. It is the intent of the Plan that these areas be zoned, "T" — Temporary. This zone classification recognizes that the lands so zoned are suitable for urban development, but that precise zoning is premature.

PUBLIC FACILITIES AND CAPITAL IMPROVEMENTS

In addition to zoning, the expenditure of public funds will be required to implement the Poway Plan. Since Poway is an unincorporated area served by 21 special purpose districts, a major cooperative effort will be required to assure receiving the most for the tax dollar. The following is a listing of the various capital improvements presently scheduled.

- The County has budgeted \$100,000 for a library site and building.
- The cemetery district has budgeted \$80,000 for acquisition of additional lands.
- The total capital investment at Warren Canyon Dam to provide for adequate water storage is \$3,733,100. This is to be paid for by a combination of state and water district funds.
- The Pomerado Water District has budgeted \$1,982,000 for connecting to the Los Penasquitos outfall. This outfall will accommodate the needs for the planned population.
- Street improvements are in two classes. The streets in the select road system are maintained by the County utilizing state road tax monies. The Public Works Agency of the County has proposed that \$634,300 be spent during the next six years for major construction projects on the following roads: Espola, Community, Metate Lane, Norwalk and Pomerado Road. Additional funds will be spent for minor projects.

Schools

Acquisition of sites, construction of buildings, and providing the myriad personnel to assure a high level of education for Poway's children will continue to be the responsibility of the Poway

Unified School District and Palomar Junior College. The Poway Community Plan provides data and forecasts that should be of real value to the school districts in their planning. The school district has reviewed the Plan, suggested general site locations and is in accord with the Plan allocations for schools.

Fire Stations

The Poway Municipal Water District budgeted \$85,000 for the new fire station which is being constructed on Espola Road. Additional funds will need to be budgeted for expanding the existing site on Community Road and for acquiring land, constructing buildings, and providing equipment and personnel for a site on Pomerado Road near Oak Knoll. It is expected that more precise costs for these improvements will be available during the updating of this Plan in 1975.

Civic Center

The taxpayers of Poway have two choices, they can vote to tax themselves to accumulate funds to acquire a site now, utilizing County funds presently budgeted for a library site and possible federal matching funds for recreation and open space, or they can let development continue and buy whatever land is left over, with the various governmental buildings scattered on an unplanned basis throughout the community. Faced with these alternatives the Plan calls for immediate acquisition of land using all available sources of funds: federal, state and local, to assure the lowest possible public investment for these needed public facilities. The Plan will NOT implement itself. It is essential that all community organizations concur that the Plan provides a rational approach and take immediate steps to acquire, after an election, a site for a civic center.

Parks and Recreation

Poway has NO parks. The Plan calls for many neighborhood parks in conjunction with elementary schools and acquisition of a park site on Pomerado Road that contains the finest stand of mature trees in the valley. This part of the Plan will NOT implement itself. The cost of acquiring land for these parks may be divided among federal, state and local agencies, but only if the people of Poway take the initiative by establishing a committee to determine the precise locations,

determine the appraised value and hold an election to acquire the funds to buy and develop the park sites.

Placing a symbol for a park on this Plan does not assure that it will exist as a recreational facility in the future. It does represent the best judgment of the Citizens' Committee as to the sites that are suitable for parks. Positive action will be necessary, since the owners of the property involved will continue to have the right to develop their land for other uses, in spite of this Plan, after the Plan is adopted.

Streets

Local streets are constructed at local expense and if built to County standards are maintained by the County. Local streets included in new subdivisions are paid for by the developer initially, who adds this cost to the price of the house. For those areas of Poway that were developed without a subdivision, 1911 or 1913 Improvement Acts can be used to construct the streets. The cost is assessed to those properties benefiting, thus the cost is added to the price of the house and the owner includes these costs when he sells the house with the improvements.

Addition of improvement costs to original construction costs does not mean that the people of the County in general and Poway in particular are not involved in street improvements. Quite the contrary, maintenance of a street over a thirty year period far exceeds the cost of original construction and these maintenance costs are paid for by the taxpayers. In addition, in those subdivisions which include wider streets than local streets, the developer pays only the cost for a local street and other revenues pay for the additional costs. Growth from 14,000 to 45,000 population will necessitate an increase in total streets to be maintained of over double the present mileage.

FLOOD CONTROL

A flood control plan prepared by the Flood Control District to guarantee that developers will build sufficient structures to protect the home buyer from being flooded has been in existence for some time. The preponderance of the evidence examined by the Citizens' Committee and the

goals as approved by the citizens indicate that a major revision of this flood control plan is necessary.

The present flood control plan, which would cost millions of dollars to implement, is based on the premise that concrete flood control structures are desired. One of the major implementation measures required is a revision of this flood control plan based on new premises, namely that there is no shortage of land in Poway; that planned development can provide a reasonable return to the developer by providing higher density on the land outside the floodplains thus leaving the floodplains open; that the floodplains provide a viable location for trees and plants in their natural state; that multiple uses can be made of this land; that water should be stored underground rather than being delivered in concrete channels to the ocean; and that long-range economics, in terms of the tax dollar, are best served with an open space approach to flood control.

Specific Recommendations

RURAL AREAS

Recommendation 1

The community should endorse the County policy of converting the land presently zoned LC Limited Control Zone to more precise zoning based on an adopted Plan. As required by state law, this rezoning will be a separate procedure after the adoption of this Plan and will require notice to the property owners and public hearings by the Planning Commission and Board of Supervisors. There is nothing intended in this plan to preclude property presently zoned Limited Control to be zoned to any Agricultural Zone, if ownership, land use, topography, soil, and testimony presented at the public hearing were to indicate the desirability of such a change.

Recommendation 2

The County should establish agricultural preserves on all land shown as agriculture, multiple use or rugged terrain on the Plan, in all instances where property owners request such preserves.

Recommendation 3

As a part of community history and identity, special interest should be given to the Indian relics (metates, etc.) and pictographs found in Poway. Every effort should be made to identify any existing areas that contain evidence of these artifacts and to initiate a preservation program for these irreplaceable items. Indian artifacts once identified should be excavated or otherwise gathered only under professional archaeological guidance and placed in a central location such as the library or civic center, for the enjoyment of all the people of Poway.

URBAN AREA

Recommendation 4

The Flood Control District should initiate a new flood control plan with emphasis upon natural channels rather than concrete channels.

Recommendation 5

The County should adopt an amendment to the zoning ordinance creating a Planned Residential Development Zone and this zone should be applied to those lands designated on the Plan as planned estate development and planned residential development, after separate public hearings.

Recommendation 6

The County should take all actions legally possible to prevent speculative zoning by rezoning all land back to its original zone unless the land is developed within a reasonable period of time.

Recommendation 7

The County should initiate the rezoning of excess commercial property to a high density residential use without a fee to the owner, in all instances where property owners request such rezoning.

Recommendation 8

The County should initiate the rezoning of all property shown on the Plan as urban reserve to the "T"-8, Temporary Zone which has as its intent that the land be used for urban purposes in the future, although it is premature to designate specific uses at this time.

Recommendation 9

The County should adopt an amendment to the zoning ordinance establishing a Planned Commercial Zone which would place the emphasis upon standards of development rather than uses permitted. The zone should be applied to all of the vacant commercial land along Poway Road. The ordinances should establish standards for setbacks, curb cuts, signs, parking and landscaping as set forth in the Poway goals. A special committee of landowners and community planners should be established to work with the County in the drafting of this new legislation.

Recommendation 10

The citizens of Poway should initiate proceedings to establish a County service area or some other appropriate governmental agency that would have the authority to provide parks, swimming pools, and other urban services.

Recommendation 11

The County should take all necessary actions to require owners of existing storage areas to provide walls or landscaping necessary to enclose these activities.

Recommendation 12

Poway should be included in any future priority listing for undergrounding utilities.

Recommendation 13

The school district should be encouraged to take all possible actions that would promote after-hour use of school grounds.

Recommendation 14

All special districts should be encouraged to utilize this Plan as a basis for advance acquisition of land prior to its need.

Recommendation 15

The County should initiate an immediate study of all those roads shown on the Circulation Element which traverse the rural areas. The County should also initiate proceedings to assure that if these roads are constructed through open areas they will not lead to scattered urban development. In the event that future studies show that these roads are not necessary for inter-community travel, they should be deleted from the Plan.

Recommendation 16

Signs should be installed at those locations on major roads where riding and hiking trails cross the road.

Recommendation 17

The County should initiate a study of the existing grading ordinance to determine if revisions can be made that would protect the environment without seriously increasing the cost of housing.

Recommendation 18

The County should explore all possible legal devices which would require developers who intend to subdivide areas in which a riding and hiking trail is shown on the Plan, to provide easements for such use or provide alternative routes.

Recommendation 19

The County should explore all possible legal devices which would require subdividers to provide park sites based on this Plan or cash in lieu thereof if a site is not required on his particular property.

Recommendation 20

The community should take immediate steps to participate with the County in the landscaping of Poway Road.

Recommendation 21

The Poway Planning and Development Program Committee should continue to meet at least once every three months to assist in the implementation of this Plan. Specifically the Committee will be concerned with reviewing private development plans, assisting in the preparation of ordinance amendments designed to implement the Plan, and working with other groups to establish a governmental agency designed to implement the park and open space elements of the Plan.



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